

Smart Growth Strategy Regional Livability Footprint Project

Shaping the Future of the Nine-County Bay Area



Briefing Book for Public Workshop Participants and Other Bay Area Residents

Smart Growth Strategy
Regional Livability Footprint Project

August 2001

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Back Cover BAY AREA MAP

*Over the next 20 years, the **San Francisco Bay Area** is projected to expand by more than **1 MILLION** residents. A **broad range** of **interests** have come together to find ways of retaining — and even **ENHANCING** — the Bay Area's **unique** beauty, natural resources, diversity and **LIFESTYLE** in the face of this growth.*

A CALL TO ACTION

A quiet revolution is under way in the San Francisco Bay Area. From suburban enclaves to inner cities, a new pattern of development is sprouting. Faceless strip malls are giving way to attractive, mixed-use plazas that invite walking and social interaction. Where uninterrupted tracts of single-family homes have long ruled, pockets of high-density housing are taking shape, often near transit stations. Jurisdictions that once embraced development at any cost are drawing the line on growth, setting aside precious open space for future generations. And here and there, city streets teetering on the edge of urban decay are getting a facelift and an infusion of investment.

In 1999, five regional agencies involved in transportation planning, environmental protection and local government coordination¹ came together to discuss how to nurture these seeds of “smart growth,” and propagate them across the region’s nine counties and 101 cities. As part of their work, this group sought to identify and obtain the regulatory changes and incentives that would be needed to implement a new growth vision in the Bay Area.

Meanwhile, the Bay Area Alliance for Sustainable Development² embarked on an ambitious public participation exercise to reach consensus on, and generate support for, a “regional livability footprint” – a preferred land-use pattern to suggest how the Bay Area could grow in a smarter and more sustainable way.

Although the two efforts represent diverse interests, they share a common, urgent goal: to address the region’s mount-

ing traffic congestion, housing affordability crisis and shrinking open space. In 2000, they merged their respective outreach efforts. Thus was born the Bay Area Smart Growth Strategy and Regional Livability Footprint Project.

What Are We Trying to Accomplish?

Today, the joint project is in the midst of engaging locally elected officials and their staffs, private developers, stakeholder group representatives, and the public at large throughout the nine-county Bay Area to:

1. **Create a smart growth land use vision for the Bay Area** to minimize sprawl, provide adequate and affordable housing, improve mobility, protect environmental quality, and preserve open space.
2. **Identify and obtain the regulatory changes and incentives** needed to implement this vision.
3. **Develop 20-year land use and transportation projections** based on the vision and the likely impact of the new incentives – projections that will in turn guide the infrastructure investments of the Metropolitan Transportation Commission and other regional partners.

How Will We Get There?

To achieve these bold goals, the regional agencies and the Bay Area Alliance for Sustainable Development have embarked on a campaign to engage decisionmakers and the public from Gilroy to Guerneville, and Pacifica to Pleasanton, to participate in two rounds of public workshops in each Bay Area county.



PETER CADE



SE BAY NATIONAL WILDLIFE REFUGE



¹ Association of Bay Area Governments (ABAG), Metropolitan Transportation Commission (MTC), Bay Area Air Quality Management District, Bay Conservation and Development Commission and Regional Water Quality Control Board.

² A multistakeholder coalition organized around the three “Es” of sustainability: Economy, Environment and Equity, in partnership with local government.



PARSONS BRINCKERHOFF

*From a REGIONAL perspective,
the objective of a smart
growth campaign is
to create a fiscal, regulatory
and political environment that
ENCOURAGES new
development that is compact,
sustainable and
less automobile-dependent
than current
growth patterns.*

First Round Workshop – September and October 2001

In facilitated groups of 10, participants at each workshop will identify the most appropriate locations in their county for future growth, and the regulatory changes and incentives needed to realize this vision. They also will consider the character and design of new development. To facilitate this exercise, a geographic information system (GIS), called PLACE³S, will give participants in each group immediate feedback on the impact of their ideas on the future supply of housing and jobs and their proximity to public transit, overall pedestrian friendliness, and resource consumption.

Distillation and Analysis

The countywide smart growth visions developed at the nine first round workshops will be distilled into three thematic regionwide alternatives in consultation with local representatives from each county. These three scenarios will undergo further PLACE³S analysis and a more in-depth look at their likely impacts on the region's supply of affordable housing, displacement of existing residents, the relationship between housing cost and incomes provided by nearby jobs, and regional transportation and air quality impacts.

Second Round Workshop – Spring 2002

Participants will reconvene in spring 2002 for another workshop in each county. Based on the between-workshop analysis of the three regionwide alternatives, participants will work together to choose or create a preferred smart growth vision for the region.

What's Next?

With the Bay Area smart growth vision clearly defined, the next phase of this monumental undertaking will begin. The goals of this work will be to:

1. **Develop and adopt 20-year land use and transportation projections** based on the smart growth vision.
2. **Obtain needed regulatory changes and incentives.**
3. **Work with local governments to help implement the vision** in communities throughout the Bay Area.

By considering growth and development issues within the framework of smart growth, the region will be taking an important step toward sustainability. Nothing less than the future health of the Bay Area – and the quality of life for our current and future residents – is at stake.

INFORMATION FOR WORKSHOP PARTICIPANTS

Thank you for choosing to participate in the Smart Growth/Livability Footprint Project workshops. This briefing book provides background material for the mapping exercise featured at each workshop.

During this exercise, you will be asked to identify what you think are the most appropriate locations in your county for future growth and the character you would like this growth to have. In addition to this physical vision, time will be set aside during the exercise for you to recommend regulatory changes and incentives needed to promote smart growth in your community.

Don't worry if you are not familiar with all areas of your county. You will be grouped with workshop participants from throughout your county.

WHAT IS SMART GROWTH?

“Smart growth” means different things to different people. To parents, smart growth might mean living in a community with sidewalks, narrow, tree-lined streets and a good school their children can walk to. A commuter who can catch a nearby train or bus directly to work might feel her community has grown smarter. Smart growth to a CEO might mean the ability to attract employees because housing is plentiful and appropriately priced. To someone living in a rundown section of an inner city, smart growth might mean new businesses and the creation of affordable housing. Restored creeks and wetlands might be other signs of smart growth.

In short, there is no single definition of smart growth: Its meaning depends on context, perspective and timeframe. The common thread among different views of smart growth is development that revitalizes central cities and older suburbs, supports and enhances public transit, promotes walking and bicycling, and preserves open spaces and agricultural lands. Smart growth is not no growth; rather, it seeks to revitalize the already-built environment and, to the extent necessary, to foster efficient development at the edges of the region, in the process creating more livable communities.

Smart growth meets the key goals of sustainable development – a prosperous economy, a quality environment and social equity – through community design. Focusing new housing and commercial development within already developed areas requires less public investment in new roads, utilities and amenities. Investment in the urban core can reduce crime, promote affordable housing and create vibrant central cities and small towns. By coordinating job growth with housing growth, and ensuring a good match between income levels and housing prices, smart growth aims to reverse the trend toward longer commutes, particularly to bedroom communities beyond the region’s boundaries. People who live within easy walking distance of shops, schools, parks and public transit have the option to reduce their driving and therefore pollute less than those living in car-dependent neighborhoods.

The Three “Es”

The objective of the Smart Growth Strategy/Regional Livability Footprint Project is to figure out how the Bay Area can maintain its economic vitality and conserve natural resources while allowing all segments of society to share in the region’s economic and environmental assets. Planners and policymakers in the Bay Area have found it useful to distill these concepts into the three “Es” of sustainability mentioned above: a prosperous **economy**, a quality **environment** and social **equity**.

Economy

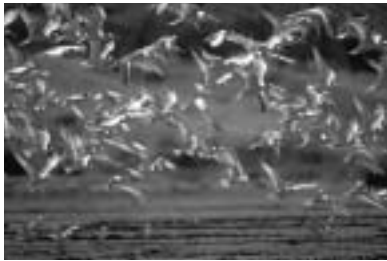
Although the region has recently experienced a slowdown, ABAG forecasts a generally strong economy for the next two decades and beyond. The continued growth projected in this vibrant region for both jobs and population provides tremendous opportunity, as well as serious challenges. We must address the needs of the growing population, while maintaining and enhancing the quality of life for all who live and work here.

Chief among the factors negatively impacting the Bay Area economy is the shortage of housing. Many workers struggle to find housing they can afford, while businesses are facing upward pressures on wage levels, and often have difficulties recruiting employees.

In recent years, new housing construction has not nearly kept up with the pace of job growth, particularly in booming job centers such as Silicon Valley, where just over half the housing needed for expected workers and their families by 2010 is projected to be built. If current trends continue, the Bay Area economy is projected to grow by an additional 1 million new jobs in the next 20 years. Local jurisdictions have zoned for only a little over half the amount of housing needed to accommodate these workers and their families, assuming a regionwide average of 1.5 workers per household. This will leave a staggering excess of 250,000 jobs over employed residents by 2020, leading to higher housing prices and more long-distance commuting.



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more **LIVABLE**
communities.*



IAN C. TAIT ©

*The San Francisco Bay-Delta is the **LARGEST ESTUARY SYSTEM** on the west coast of North America, containing **90 percent** of California's REMAINING COASTAL WETLANDS, and is a key stop on the Pacific Flyway for **THOUSANDS** of migratory birds.*

WAGES FOR REPRESENTATIVE OCCUPATIONS IN THE BAY AREA	
3-PERSON MEDIAN HOUSEHOLD INCOME (1 WAGE EARNER)	\$64,200
Very Low Income (less than 50% of median)	
Child Care Worker	\$20,000
Retail Salesperson	\$23,500
Truck Delivery Driver	\$27,600
Medical Assistant	\$27,900
Low Income (50% - 80% of median)	
Emergency Dispatcher	\$41,800
Elementary School Teacher	\$48,000
Fire Fighter	\$50,300
Loan Officer	\$50,800
Moderate Income (80% - 100% of median)	
Computer Support Specialist	\$55,200
Landscape Architect	\$56,100
Police Patrol Officer	\$63,600
Registered Nurse	\$63,800

Salaries are calculated as the simple mean of the annual wages for the five Bay Area Primary Metropolitan Statistical Areas.

In part as a result of this inadequate supply of new housing, the region already suffers from extraordinarily high housing costs.

According to the National Association of Home Builders, five of the 10 least affordable places in the country to buy a home are in the Bay Area. The California Association of REALTORS estimates that as of May 2001, just 19 percent of Bay Area households could afford to buy the region's median-priced home of \$484,000. Renters also face a skyrocketing housing market. According to the National Low-Income Housing Coalition, Marin, San Francisco and San Mateo counties are the least affordable counties for renters in the United States.

The region, therefore, faces a tough choice: increase the rate of housing development, particularly near job centers, or take measures to manage the rate of job growth in the region. The Bay Area's continuing dynamism and ability to attract talent and investment depend directly on the region's ability to plan responsibly for its future growth. A smart growth strategy for the region would address the

shortage of housing – particularly affordable housing – and imbalances between jobs and housing. By doing so, smart growth policies could help reduce long-distance commuting, traffic congestion and the escalating cost of doing business in the Bay Area.

Environment

The Bay Area has a rich diversity of terrain, bioregions and microclimates. These natural resources are central to the culture and lifestyle of Bay Area residents, and are extraordinarily valuable in their own right. The San Francisco Bay-Delta is the largest estuary system on the west coast of North America, containing 90 percent of California's remaining coastal wetlands, and is a key stop on the Pacific Flyway for hundreds of thousands of migratory birds. Regional ecosystems also provide important habitat for a number of endangered and threatened species, including the San Joaquin kit fox, the Bay checkerspot butterfly, the California red-legged frog, the California black rail, the Alameda whipsnake and the California least tern.

Much has been done to create parkland and improve the Bay Area's environmental quality. More than 20 percent of the nine-county region, or about 1 million acres, is permanently protected open space, according to the Greenbelt Alliance. But past urbanization has dirtied the region's air and water, consumed important wildlife habitat, and created toxic contamination in many areas. Creeks have been culverted and one third of the Bay's original wetlands have been drained, diked or filled.

As the region grows more populous, the pressure to build on open space and agricultural lands will intensify. These areas include the orchards of Brentwood and Antioch, the garlic fields of Gilroy, the ranchland and vineyards of the Livermore Valley, and open spaces around Santa Rosa, Fairfield, Napa and many other Bay Area cities.

Our air, while getting cleaner, occasionally fails to meet state and federal standards for health. Automobiles and the refineries that support them also are getting cleaner, but both remain major sources of air pollution.

A smart growth strategy for the region can consider ways to limit the environmental impacts of future urban development. Major challenges include preventing loss of open space and habitat and reducing air and water pollution. At the same time, smart growth policies can consider ways to restore natural ecosystems in existing urban areas and provide new parks and recreational resources.

Equity

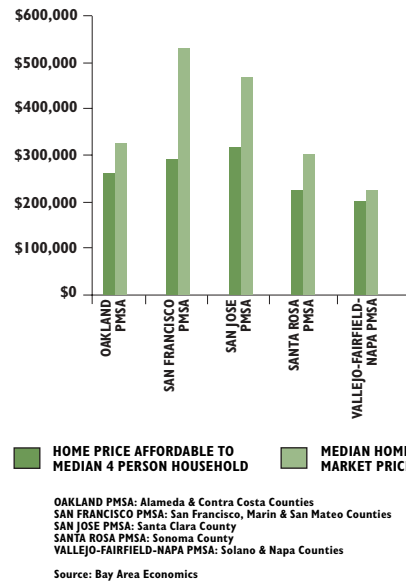
The Bay Area is simultaneously one of the wealthiest regions in the world, and a region characterized by growing inequalities. Over the past decade, the gap between high- and low-wage earners has widened at the same time that social services spending has decreased and housing costs have skyrocketed. The most dire consequence of this growing income inequality is that the number of children living in poverty in the nine-county region has jumped to nearly 15 percent, with heavy concentrations of poor children living in the central cities and poor rural areas (U.S. Census poverty estimates). Moreover, homelessness has climbed to an estimated 50,000 persons throughout the region on any given night.

Low-income Bay Area residents face particularly difficult challenges in finding affordable housing in markets with high rents and low vacancy rates. At the same time, homeownership remains far out of reach for most Bay Area families who do not already own, as the chart to the right indicates. The median price of a home exceeds what a median-income household can afford in all nine Bay Area counties.

Smart growth strategies can address the housing, employment and service needs of low-income residents, and contribute to the creation of diverse communities. Construction of housing for a mix of incomes throughout the region will improve access to employment and shorten commutes. Improvements in public transportation and mixed-use development along transit lines can enhance job access and allow low-income residents to reach needed services. Increasing housing densities in impoverished communities can enable such neighborhoods to support basic services like grocery stores and child-care.

Such initiatives must be designed, however, to prevent the unintended consequence of low-income resident displacement. Regional economic growth since the mid-1990s has led to a wave of rent increases and evictions that have displaced residential and commercial tenants across the Bay Area and have threatened the character and composition of neighborhoods. Planning for regional livability means investing in low-income communities in ways that protect and strengthen long-time residents and community institutions.

AFFORDABILITY GAP FOR MEDIAN-INCOME HOUSEHOLDS



KEAREY SMITH

Half of the 10 LEAST AFFORDABLE places in the country to buy a home are in the Bay Area.

- National Association of Home Builders

Marin, San Francisco and San Mateo counties are the LEAST AFFORDABLE counties for renters in the United States.

- National Low Income Housing Coalition

PRINCIPLES AND TECHNIQUES

A number of smart growth principles, each with corresponding techniques, are available to Bay Area communities to help shape the future of the region:

- Design better new communities
- Revitalize central cities and older suburbs
- Create affordable housing
- Manage growth and protect open space
- Offer transportation alternatives

Design Better New Communities

The pattern of new development forms the backbone of future metropolitan growth. Mixed-use development, a connected street network, pedestrian-scale design and transit-oriented development at appropriate densities are all techniques to create smarter new communities.

Locating a mix of land uses together – residential, retail, government and office – encourages integration of work, home and daily activities. This type of development pattern offers an alternative to traditional zoning requirements that separate residences from other types of uses. A mix of uses also increases pedestrian opportunities, contributes to a more compact development pattern and fosters a diversity of income levels.

New communities need interconnected street networks, both within each subdivision and between them, so residents who prefer to walk or bike to their destinations are not forced to travel on inhospitable thoroughfares or on other circuitous routes. Before new development can be reoriented in this way, local governments need to plan connections and encourage or require developers to create them.

Before rail extensions are approved, public agencies can require that surrounding development be oriented to new stations at minimum densities so that sufficient numbers of people are able

to walk to these stations and new mixed-use neighborhoods around them. Creating transit villages by clustering higher intensity development – including housing – around transit stations increases the convenience of public transit while reducing the number of automobile trips made by residents in the area.

Mixed-use development and interconnected street networks must be combined with pedestrian-scaled design if new communities are to encourage walking and discourage single-occupant vehicle trips. Developments can be planned so that complementary uses are near each other and connected by interesting, inviting and safe pathways. Small block size encourages walking. Buildings with human-scaled components can make pedestrians comfortable as they walk along them. In addition, outdoor activity areas can create vitality that also invites walking.

Revitalize Central Cities and Older Suburbs

Revitalization of existing communities is a priority of smart growth. Unless we improve where we live today, we will need to convert ever larger amounts of outlying open space to accommodate projected growth.

Some existing cities and older suburbs need attention to be desirable and livable places. Techniques to increase the livability of these communities and create new opportunities on neglected urban lands include infill development, downtown redevelopment and revitalization, brownfield reclamation, restoration of urban creeks, historic preservation and reuse of existing structures, improved public schools, and crime reduction.

The Bay Area offers many examples of thriving older urban neighborhoods, such as Rockridge in Oakland, Noe Valley in San Francisco and San José's Willow Glen. However, we also are challenged by many underutilized areas. Abandoned industrial sites, underused strip commercial centers and campus-style office development, neglected downtowns and areas with real or perceived contamination problems all need concerted attention.



Fruitvale BART station: Before



After

*Neighborhoods
IN DECLINE can be
enhanced through
selected new investments
that are careful to AVOID
displacing existing residents.*

Filling in vacant urban areas with new development is critical to restoring vibrancy to our existing urban communities. Neighborhoods in decline can be stabilized and enhanced through selected new investments that are careful to avoid displacing existing residents. Vibrant neighborhoods can be created through historic preservation efforts and by recycling older buildings into new uses.

Create Affordable Housing

The Bay Area needs policies that intentionally provide housing for all Bay Area residents. Constructing a wide range of housing in every community is crucial for achieving the economic diversity needed to maintain a healthy region. In most cases, specific policies are needed to create housing affordable to very low income households.

Communities can intentionally encourage the development of a diversity of housing types – small lot single-family homes, second units (typically built behind existing single family housing), townhouses and apartments. Local governments also can work with nonprofit and for-profit developers to create permanently affordable housing. Many such developers are active in the Bay Area, which leads the nation in affordable housing innovation and design. Following are policies that local governments can use to encourage or require the development of affordable housing:

- Incentives can encourage developers to construct affordable housing by allowing them to build more densely than they would otherwise be permitted, by processing permits more quickly than usual and by providing project subsidies.
- Inclusionary zoning requires new housing development to include a certain percentage (usually 10 percent to 20 percent) that is affordable to very low, low and moderate income residents. (Some feel that such policies unfairly burden buyers of market rate units in the same development.)

- Jobs/housing linkage fees require all new job-generating projects to pay a fee toward the development of affordable housing. (Some feel that these fees unfairly penalize businesses producing new jobs.)
- Increased public investment in affordable housing can fill the funding gap needed to create housing affordable to low and very low income households.

Manage Growth and Protect Open Space

The natural beauty of the Bay Area is highly prized by those who live here and is a major attraction to future residents. Focusing development in the currently urbanized parts of the region, coupled with policies to protect agricultural land and other open space, can contribute to the region's overall health.

Urban growth boundaries (UGBs), also known as urban limit lines, concentrate development within a defined area. When coupled with policies to encourage infill development, UGBs promote compact growth by encouraging new construction – particularly of housing – in areas where infrastructure has been established. Without such companion policies, UGBs can result in unintended leapfrog development. By promoting this pattern of growth, a community can minimize the cost of new infrastructure and discourage depletion of natural resources and agricultural lands.

The protection of agricultural lands and greenbelts is important to a community's ecologic and economic viability. Throughout the Bay Area, agricultural land provides income for local residents and open space for the community. Protection of agricultural land from urban development is crucial for the continued health of the region.



*Constructing a
wide range of
housing in every community
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achieving the
**ECONOMIC
DIVERSITY** needed to
maintain a
healthy region.*



*A REGIONWIDE
SYSTEM of
express buses would
take advantage of the
Bay Area's NETWORK of
high-occupancy-vehicle lanes
to allow rapid bus
transport.*

Offer Transportation Alternatives

Land use patterns, in large part, determine demand for transportation. In turn, transportation facilities and services influence how communities develop. Over the next 20 years, given current trends, individuals will be making more trips, and the trips will be slightly longer. These trends, multiplied by the significant growth in population in the region, will result in an increase in total travel by Bay Area residents of 25 percent, 50 percent faster than the growth rate of population.

Smart development patterns alone cannot encourage Bay Area residents to get out of their cars, and most will continue to use their single-occupant vehicle for trips that cannot conveniently be made on foot or on public transit. Nonetheless, providing plentiful, convenient alternatives to the single-occupant vehicle is a key component of smart transportation planning.

A regionwide system of express buses (currently in the planning phase) would take advantage of the Bay Area's network of high-occupancy vehicle lanes. Companion programs and policies that encourage ridesharing, vanpooling, telecommuting and buses are also needed. These programs include rideshare-matching, provision of vehicles for vanpooling and transit passes provided at no cost by employers. Providing a well-connected network of sidewalks, bikeways and secure bicycle storage at transit stations also are smart ways communities can make nonmotorized transport a viable automobile alternative.

NEW INCENTIVES AND REGULATORY CHANGES

In addition to policy options that local governments already have at their disposal, new incentives and regulatory changes will be key to implementing the land-use vision developed through the Smart Growth/Livability Footprint workshop process. In fact, a critical part of the workshops will be the opportunity for participants to identify the incentives and regulatory changes needed to accept and implement new and smarter growth.

There are many ways that regional agencies and state and federal governments can support local smart growth land use decisions. Some examples include:

Fiscal Reform

Local governments are largely dependent on sales tax revenue to support local services, since the property tax rate is capped by the state's Proposition 13. The resulting emphasis on sales taxes and limits on residential taxation lead jurisdictions to compete for retail development over housing construction. Fiscal reforms at the state level might help to reverse these trends.

- **Reduction in ERAF.** During the early 1990s, the state shifted over \$3 billion of local property taxes from local governments to the Educational Revenue Augmentation Fund (ERAF), which supports public schools, while reducing its own contribution to public education. Shifting this money back to local governments, and restoring state support of public schools, could reduce local governments' reliance on sometimes inappropriate retail development.
- **Reallocation of property tax.** Property tax allocations could be changed so that local governments receive a greater amount of tax revenue for mixed- and transit-oriented land uses.
- **Tax sharing.** Sales and property tax revenues could be shared between communities in a region. This would reduce the fiscal desirability of commercial/industrial development relative to housing.

- **Protection of local taxes.** The state constitution could be amended to protect locally levied taxes from being reallocated.

Monetary Incentives to Local Governments

Smart growth could be supported with new state and federal funding specifically targeted for smart growth projects, and by tying some existing funding sources to smart growth principles.

- **Housing funding incentives.** Funds might be given to local governments in exchange for the provision of needed housing, particularly in appropriate locations, such as near rail stations.
- **State financial support for local planning.** The state could establish additional grant programs to aid in the preparation of plans and environmental documents for mixed-use and transit-oriented projects.
- **Housing funding linkages.** State funds for local government initiatives could be linked to a community's fulfillment of regional housing needs.

Regulatory Exemptions

State regulations could be amended to encourage smart growth projects.

- **CEQA Exemptions.** Transit-oriented or mixed-use development projects in existing urbanized areas could be exempted from CEQA requirements. A similar exemption already exists for low-income housing projects of 100 units or less.
- **Construction defect litigation relief.** Housing developers often cite the prevalence of construction defect lawsuits as a reason that it is difficult to build condominiums. The state could adopt regulations that limit the potential for such lawsuits, while protecting consumers with warranties to ensure quality housing.

Transportation Improvements and Policies

Improvements to the regional transportation system could spur smart growth in specific areas.



Local governments are largely dependent on sales tax revenue, which can lead to competition for retail development among neighboring jurisdictions, often at the EXPENSE of housing construction.



*Raising Tolls
during **PEAK** commute
periods could help reduce
traffic congestion while
generating
funds for
ADDITIONAL
public transit service.*

- **New rail extensions.** Zoning that requires mixed-use development at minimum densities around new stations could be a selection criterion for where rail lines are extended.
- **Rapid bus corridors.** Existing and future high-occupancy free-way lanes with new and improved express bus service serve new suburban development more efficiently than new rail service.
- **Congestion pricing.** Raising tolls during peak commute periods on the San Francisco-Oakland Bay Bridge, for instance, could help reduce traffic congestion while generating funds for additional public transit service.
- **New roadway connections.** In some cases, the region might benefit from the creation of new local roadway connections to provide access to key sites. For example, new roadways connecting the former Alameda Naval Air Station or Mare Island in Vallejo to the regional roadway network might aid in the redevelopment of these sites.

Monetary Incentives for Individuals

Monetary incentives can encourage individuals to use transit and live close to their workplaces. Both public funds and regulations could be used to create these incentives.

- **Employee housing subsidies.** State or regional funds could be used to give housing subsidies or income tax credits to employees who live close to their workplaces. Many local governments already provide such subsidies for police and fire-fighters.
- **Transit passes.** New state or regional funds could be used to provide transit passes or to increase transit-related income tax credits to encourage employees to commute to work via transit.
- **Parking pricing.** Parking is often free, which can serve as a disincentive to using alternatives to the single-occupant vehicle. Yet some places have such demand for parking that many people would be willing to pay a fee, generating funds to improve public transit.

BAY AREA EXAMPLES

Already, countywide and regional public agencies have begun to develop incentive programs designed to encourage local governments, public transit agencies and others to build according to smart growth principles. Here are some examples:

- **San Mateo City/County Association of Governments and MTC's Housing Incentive Program (HIP)** give local governments up to \$2,500 per bedroom for new housing construction at minimum densities near public transit stations. (www.mtc.ca.gov)
- **MTC's Transportation for Livable Communities (TLC) program** provides funding for planning and construction of projects that help create walkable, transit-oriented and livable communities. (www.mtc.ca.gov)
- **California's Safe Routes to School Program** funds programs and facilities that allow schoolchildren to safely walk and bike to school. (www.dot.ca.gov)
- **Jobs-Housing Balance Incentive Grants** reward cities that produce housing in areas with fast-growing employment with bonuses for multi-family housing, affordable housing and infill development. (www.hcd.ca.gov)
- **Housing Trust of Santa Clara County** has raised \$20 million for homeless shelters and loans to first-time homebuyers throughout the county. (www.housingtrust.org)

*The following county profiles
describe EXISTING CONDITIONS,
ISSUES AND CHALLENGES that each county in
the Bay Area faces. Each county is described
in terms of **development patterns and
growth trends, key challenges and
opportunities for
SMART GROWTH** development. **And,**
examples of smart growth **AT WORK**
in each county are shown in **illustrations.***

Please refer to the map inside the back cover.

ALAMEDA COUNTY



Jack London Square, Oakland

Alameda County is battling traffic congestion and experiencing an affordable housing crisis. However, there are many opportunities to change current trends. Options for the future include revitalization of older downtowns and commercial corridors, mixed-use development around BART stations and other transit facilities, and smarter patterns of suburban growth.

Development Patterns and Growth Trends

Alameda is the second most urbanized county in the region after San Francisco. Development originally centered on established cities such as Oakland, Berkeley and Alameda, with additional town centers in places such as Hayward, Pleasanton and Livermore. These communities now feature relatively compact, gridded street fabrics and retain shopping districts established at former streetcar stops.

Later development spread southward to communities such as Castro Valley, Union City and Fremont, and east across the hills to Dublin and outlying portions of Pleasanton and Livermore. These newer areas are characterized by a greater separation of land uses and discontinuous street patterns, making them more automobile-dependent. They are currently the most rapidly growing parts of the county.

Development intensities vary remarkably across cities. Emeryville, which has been transforming industrial land to other uses, now has the highest average residential density (more than 20 units per acre) of any city in the region, including San Francisco. In contrast, average residential densities in the Tri-Valley cities of Dublin, Pleasanton and Livermore range from five to six units per acre.

Streetcar lines and ferries once provided extensive service within older Alameda County cities and across the Bay to San Francisco. Since these were discontinued in the 1940s and 1950s, automobile infrastructure has served as the mainstay of the county's transportation system. By the 1970s, freeways had been constructed throughout the county. Most of these routes have been widened or otherwise improved in recent years, and now feature high-occupancy-vehicle (HOV) lanes. The Metropolitan Transportation Commission is planning

an express bus network using these HOV facilities that will link parts of Alameda County with Contra Costa, San Mateo and Santa Clara counties.

Since the early 1970s, BART has provided commuter rail service for much of the county. Future extensions are planned or contemplated to Warm Springs, Livermore and even to San José in Santa Clara County. The Capitol Corridor provides long-distance rail service between Sacramento and San José, and since 1998, Altamont Commuter Express (ACE) trains have served the county with trains traveling between Stockton and Silicon Valley. AC Transit and the Livermore-Amador Valley Transit Authority operate extensive local bus systems. Despite these transit resources, only 5.6 percent of trips in Alameda County are by transit.

Key Challenges

Housing construction has not kept pace with the growth in jobs during the last decade. Consequently, between 1990 and 2000, there was an increase of almost 30,000 long-distance commuters coming into the county, primarily from outside the nine-county Bay Area. The largest increases were seen in commuters from Stanislaus, San Joaquin and Merced counties.

Although the housing market cooled in 2001, Alameda County housing prices are still rising due to this shortage and many lower-income residents are being forced to seek affordable housing elsewhere. According to a June 2001 study by the California Association of REALTORS, only 21 percent of Alameda County households can afford the median-priced Alameda County home of \$369,000. This shortage of housing has other effects as well. Along with real estate prices, congestion on Alameda County's streets and freeways is increasing, which affects all county residents.

To keep pace with this projected job growth, Alameda County will need to add between 90,000 and 145,000 additional housing units in the next 20 years.

Opportunities

Older downtowns and commercial corridors throughout the county present important opportunities for infill development that also can offer new housing and amenities for local residents. Cities such as Hayward, San Leandro, Fremont, Dublin, Livermore and Oakland are focusing planning efforts in this direction. Transit-oriented development around BART stations and around well-served bus corridors offers locations for future “transit villages,” such as the one planned adjacent to the new West Dublin BART station. This project will include high-density residential development and a full service hotel.

The closure of former military facilities – Alameda Point, Oak Knoll, Oakland Army Base, the Oakland Harbor Transportation Center and the Alameda Naval Air Station – offers yet another set of development opportunities in prime locations in the western part of the county. Such facilities as well as other cleaned-up “brownfield” sites can handle many new uses.

Almost 50 percent of new Alameda County housing units in the next 20 years are forecast to be built in the Tri-Valley cities of Dublin, Pleasanton and Livermore. This development will offer key opportunities for smarter subdivision design. Already, new developments in places like Dublin offer a greater range of housing types within more walkable, mixed-use neighborhoods. But much more can be done to improve subdivision design in ways that will reduce driving and use land

more efficiently. Connecting street networks, a greater mix of land uses and housing types, more pedestrian-friendly street environments, and higher residential densities are among the possibilities.

ALAMEDA COUNTY IN BRIEF		
	2000	2020
Total population:	1,443,741	1,671,700
Total households:	523,366	578,830
Total jobs	725,790	945,340
Average commute distance (miles):	14.0	14.4
Land area (square miles):	740	740
Protected open space (% total land):	20%	
Impoverished neighborhoods:	Central East Oakland Elmhurst District, Oakland Fruitvale District, Oakland San Antonio, Oakland West Berkeley West Oakland	

Source of 2000 population and household figures: 2000 Census
Source of 2020 population and household figures: Projections 2000
Source of job figures: Projections 2000
Source of commute data: Metropolitan Transportation Commission
Source of open space data: Greenbelt Alliance
Impoverished neighborhoods: Census tracts where 100 or more people with household income below 80% of county median.

Note: Population and housing forecast numbers do not include housing for projected in-commuters to the region



Downtown Oakland



Dublin vision



Fremont

CONTRA COSTA COUNTY



Mount Diablo

Contra Costa County's "Shaping Our Future" process is an exciting county-wide effort to allow residents from all parts of this diverse county to help determine future growth patterns. Shaping Our Future follows two decades of rapid growth, mounting traffic congestion and shrinking housing affordability. The process will allow Contra Costa residents to carefully plan for future growth that enhances their existing communities, while protecting the county's precious agricultural lands and open space.

Development Pattern and Growth Trends

The third most populous county in the Bay Area, Contra Costa County has experienced two very large growth spurts, one in the World War II years and another over the last 20 years.

Primarily an agricultural county prior to the second world war, since 1940 Contra Costa County has experienced a population growth rate that has far exceeded the Bay Area average for every decade but one, and three cities grew by more than 50 percent in the last decade. Brentwood's population, for example, has increased almost 200 percent since 1990. As a consequence of growth in the postwar era, the character of most communities is oriented to the automobile.

Jobs and housing are in relative balance in the central part of the county, including the cities of Concord, Clayton, Walnut Creek, Pleasant Hill and Martinez. Yet Highways 4 and 24 and Interstate 680 are often severely congested with commuters traveling through the area to regional employment centers in Silicon Valley and San Francisco.

Over one third of Contra Costa County's population growth since the early 1990s has occurred in the East County communities of Antioch, Brentwood and Oakley. Considerable new housing also has been built in the south county Tri-Valley area, where employment is growing as well.

The predominantly blue-collar West County cities of Richmond, El Cerrito, San Pablo, Pinole and Hercules are home to a concentration of oil refineries and other industrial land uses, pockets of low-income communities and the region's most congested freeway: west-bound Interstate 80 on weekday mornings.

Contra Costa County added more than 45,000 jobs in the 1990s at a rate of growth that mirrors the regional average of 15 percent, mostly in San Ramon, Pittsburg, Concord and Richmond. However, due to severe jobs/housing imbalances that preceded this trend, and because of recent significant residential growth throughout the county (particularly in East County), there are fewer jobs available per employed Contra Costa County resident than in any other Bay Area county except Solano.

At the same time, Contra Costa County is seeing an increase in the number of workers commuting in, including ones from outside the nine-county Bay Area, to new high-tech firms moving northward from Silicon Valley in search of lower land cost and less expensive housing for their workers. To provide sufficient housing for all workers and their families, and stem the tide of in-commuters, Contra Costa County would need to accommodate 80,000 to 115,000 new households over the next 20 years.

A number of transportation projects aimed at serving this growth are in the planning stages. A rapid/express bus program is being developed linking Brentwood with the Pittsburg/Bay Point BART station, Highway 4 and Martinez with the del Norte BART station, Interstate 680 in Martinez with San Ramon, and Interstate 80 in Richmond with the Transbay Terminal in San Francisco. In addition to this new system of express buses, Highway 4 is being widened with carpool lanes, a new intermodal transit facility is under construction in Martinez, and transit villages are being proposed or developed at the Richmond and Pittsburg/Bay Point BART stations.

Key Challenges

Due to the large number of residents commuting out of the county, combined with significant numbers of workers in-commuting, Contra Costa's traffic is expected to worsen in the next 20 years. As a result, there is increasing pressure from a variety of sources to control growth. For instance, the county established a county-wide urban limit line in 2000. Already efforts are afoot to pull this line closer to existing development, particularly in East County, which recently removed 16,000 acres inside the urban limit line from future development consideration.

While growth management strategies will protect irreplaceable agricultural land and open space, such measures alone will not improve housing affordability in Contra Costa: According to the California Association of REALTORS, just 11 percent of Contra Costa residents can afford today's median-priced home of \$299,000, the lowest housing affordability rate in the region.

Opportunities

Most residential and job growth in Contra Costa County over the next 20 years is projected for East County and San Ramon. While this trend will not solve these areas' jobs/housing imbalance, it will offer opportunities to develop smart, efficient and affordable suburban communities. Pittsburg, Bay Point and Antioch, in particular, have exciting potential sites for a mix of housing types in new transit-oriented development around existing and future BART stations.

Although many Contra Costa County communities with BART and Capitol Corridor stations have policies to support transit-oriented development, there are additional intensification opportunities throughout the county. In many cases, the pursuit of higher density

commercial, office and residential development around a transit station can fit into a community's desire to revitalize its downtown.

Older downtowns, particularly in communities with redevelopment areas, also offer significant opportunity for revitalization. Several communities already have initiated these efforts, including Antioch, Martinez, Pleasant Hill and Pittsburg.

Contra Costa County's "Shaping Our Future" process offers a once-in-a-lifetime opportunity for elected officials, agency staff and stakeholders from all parts of the county to decide together what Contra Costa County's future will hold.

CONTRA COSTA COUNTY IN BRIEF		
	2000	2020
Total population:	948,816	1,169,000
Total households:	344,129	420,740
Total jobs	360,090	500,680
Average commute distance (miles):	17.4	17.4
Land area (square miles):	720	720
Protected open space (% total land):	23%	
Impoverished neighborhoods:	Baypoint District, Pittsburg Monument area, Concord Iron Triangle, Richmond Mid-Pittsburg North Richmond	

Source of 2000 population and household figures: 2000 Census
Source of 2020 population and household figures: Projections 2000
Source of job figures: Projections 2000
Source of commute data: Metropolitan Transportation Commission
Source of open space data: Greenbelt Alliance
Impoverished neighborhoods: Census tracts where 100 or more people with household income below 80% of county median.

Note: Population and housing forecast numbers do not include housing for projected in-commuters to the region



Downtown Martinez



Richmond Transit Village



Riviera, Walnut Creek

MARIN COUNTY



RON KUKULKA

Mount Tamalpais

Marin County residents strongly value their incomparable open space and the county's small town atmosphere. However, increasing numbers of in- and through-commuters and soaring housing prices are worsening already congested roads and displacing long-time residents. These housing prices are also making retention and recruitment of key employees such as teachers and public safety officers a challenge throughout Marin.

Development Patterns and Growth Trends

Over 50 percent of the county – the highest proportion for any county in the Bay Area – is protected open space. Half of this is federal and state parks, most notably Point Reyes National Seashore and the Golden Gate National Recreation Area (Marin Economic Commission). Urban areas are located primarily along the Highway 101 corridor. Together the two largest cities, San Rafael and Novato, are home to over 40 percent of Marin's residents and a majority of the county's jobs. Nearly one third of the county's population lives in unincorporated areas – more than in any other Bay Area county except Sonoma.

Marin has the second lowest overall residential density in the region, again after Sonoma County, and intensities of other land uses, such as employment and retail, are low as well.

Key Challenges

Partly as a result of this development pattern, southbound Highway 101 between San Rafael and Novato on weekday mornings is the sixth most congested freeway in the Bay Area, and there is growing traffic on other key arteries such as Sir Francis Drake Boulevard as well. The absence of alternate routes exacerbates this situation.

Marin County added only 5,200 housing units – the fewest of any county in the region – in the 1990s. Employment growth also was moderate at 16,000 jobs, but far exceeded housing production. Between 2000 and 2020, the county will need to add 15,000-18,000 housing units to meet the needs of existing residents and workers at new jobs.

With one of the most expensive housing markets in the

country, Marin County is facing a severe shortage of affordable housing for working and middle-income families and transitional housing for the elderly. The California Association of REALTORS estimates that only 16 percent of Marin County households can afford the median-priced home of \$534,250.

Opportunities

Numerous local land-use planning efforts – including the county and San Rafael general plan updates – are currently focused on ensuring a sustainable future for Marin County.

San Rafael and Novato offer the most obvious downtown revitalization opportunities. In fact, San Rafael has already taken significant steps to intensify and revitalize its downtown. In the past five years, over 300 housing units have been built (over 25 percent affordable) in mixed-use developments, and a 400,000-square-foot urban office campus is under construction on a formerly contaminated brownfield site.

Among the limited opportunities for infill development in Marin County's existing communities is the San Quentin State Prison complex. Meanwhile, a 1998 study identified potential sites for transit-oriented development along the Northwestern Pacific railroad corridor in Sonoma and Marin counties. (A commuter rail service that would connect Marin and Sonoma counties, known as SMART, is being planned for this corridor.) In Marin, the study showed opportunities to create walkable neighborhood centers along this route in Novato, San Rafael, Larkspur and Tiburon. However, without development that is sufficiently intense to support the rail system, neither these neighborhoods nor the rail system will succeed as intended. The 1,200-acre

St. Vincent's/Silvera site offers one opportunity for a new community along the right of way. Plans for this site recommend a mixed-use, pedestrian-oriented development with substantial environmental protection.

By 2020, Highway 101 will have continuous high-occupancy-vehicle lanes from Corte Madera north all the way to Windsor in northern Sonoma County, making intercounty carpool and bus transportation noticeably quicker than the single-occupant vehicle.

In conjunction with Marin County cities, the county also is studying ways to link more on-site or adjacent housing to new jobs.

Current efforts to adopt a sales tax increase to finance highway, rail and other transportation projects, in coordination with a similar effort in Sonoma County, may offer opportunities for improvements to Marin County's transportation system. By coordinating these projects with smart land use planning and by creating more opportunities for walking and transit trips, Marin County has the potential to improve the quality of life for all residents.

MARIN COUNTY IN BRIEF		
	2000	2020
Total population:	247,289	275,400
Total households:	100,650	111,430
Total jobs	123,510	150,510
Average commute distance (miles):	16.0	16.5
Land area (square miles):	520	520
Protected open space (% total land):	51%	
Impoverished neighborhoods:	Canal Area, San Rafael Central San Rafael Portion of Marin City Portion of Novato	

Source of 2000 population and household figures: 2000 Census
Source of 2020 population and household figures: Projections 2000
Source of job figures: Projections 2000
Source of commute data: Metropolitan Transportation Commission
Source of open space data: Greenbelt Alliance
Impoverished neighborhoods: Census tracts where 100 or more people with household income below 80% of county median.

Note: Population and housing forecast numbers do not include housing for projected in-commuters to the region

DESIGN COMMUNITY & ENVIRONMENT



Downtown Fairfax

DESIGN COMMUNITY & ENVIRONMENT



West End Village, San Rafael

NAPA COUNTY



Napa County vineyards

Many Napa residents consider maintaining the county's rural character to be essential to their quality of life. These residents support compact growth in the city of Napa and elsewhere in the county, consistent with its village pattern of development. At the same time, affordable housing is much needed for farmworkers and for workers in growing employment centers in the southern parts of the county.

Development Patterns and Growth Trends

The most rural county in the Bay Area, Napa County is facing growth pressures from rapidly expanding tourism as well as new development in the southern part of the county. Napa County is centered on the beautiful Napa Valley, one of the foremost winemaking regions in the world. One of California's most visited tourist destinations, Napa County attracts more than 5 million visitors a year (1.7 million of whom stay overnight). Especially on weekends, during the summer and during the crush – the harvest in September and October – tourists cause severe congestion along Highway 29 and the Silverado Trail.

Development is clustered along Highway 29, which parallels the Napa River along the western edge of the valley floor. Reflecting the agricultural use of the valley and the steep terrain of the surrounding hills, only 5 percent of the county's land is urbanized.

Napa County contains five cities – Calistoga, St. Helena, Yountville, Napa and American Canyon. The city of Napa is by far the largest, with a population of 73,000. The other cities all have populations of less than 10,000. In recent years, the city of Napa has revitalized portions of its historic downtown. This is expected to continue and intensify as the Napa River Flood Protection Project proceeds. Calistoga, St. Helena and Yountville also feature historic town centers with grid street networks, Victorian homes and walkable commercial districts. In contrast, new subdivisions and segregated commercial development have sprouted in the southern part of the county in the outlying portions of the cities of Napa and American Canyon.

The county Board of Supervisors recently extended the Measure J urban growth boundary established by the

voters 20 years ago. This measure limits growth to 1 percent per year in the unincorporated areas of the county. The city of Napa also recently reaffirmed its 1975 urban growth boundary until at least 2020 and passed Measure J, which requires a vote of the people to change.

The Napa County Transportation Planning Agency operates public transit throughout the Napa Valley. The Wine Train is a tourist service with limited stops between Napa and St. Helena.

Key Challenges

Growth in high-end tourism is putting pressure on affordable housing and businesses serving local residents. Napa County's communities are struggling to strike a balance between the desire to retain their small-town atmosphere and the pursuit of the economic and fiscal benefits that tourism and economic development bring.

Economic growth, buoyant tourism and the county's position as a weekend getaway destination are all causing home prices to soar. The median home price in Napa County increased by 23 percent in the 12 months ending in May 2001, much faster than anywhere else in the Bay Area's slowing real estate market.

Only 19 percent of Napa County residents can afford a median-priced home of \$295,228, exactly matching the regionwide average. Both the county and cities such as Napa have provided funding for affordable housing in recent years, and the county and city of Napa have adopted inclusionary zoning ordinances requiring 10 percent of new development to be affordable or a contribution of in-lieu fees to an affordable housing fund. These policies, however, have not been sufficient to improve housing affordability in Napa County.

Increased job growth in the southern parts of the county, coupled with a shortage of affordable housing, is leading to growth in traffic congestion. Unless current trends are reversed, over the next 20 years Napa will cross the line from being a county with more workers than jobs to a net importer of workers, particularly from Solano County. To stem this tide, Napa County must plan how to accommodate housing for projected in-commuters. To do this, Napa County will need to add between 15,000 and 20,000 additional housing units over the next 20 years.

Tourism also adds to the county's traffic congestion, and plays a far larger part in local travel demand in Napa than in any other Bay Area county.

These trends have led to plans to improve interchanges on Route 29 and to widen portions of Route 12 that serve Solano County. A planned rail study will look at a rail link between Napa's residential communities and commercial/industrial opportunities in Napa and Vallejo. Some residents, however, fear that increased transportation access to the county may magnify development pressures, threatening the valley's agricultural character.

Opportunities

Since 1862, the city of Napa and its surrounding valley have experienced 28 floods. The 1986 flood was particularly devastating. In response, the Napa River Community Coalition has devised a strategy to provide flood protection while maintaining a "living river." Once the flood protection project is implemented (by 2008, according to local estimates), some lands in Napa will become more viable for additional urban development.

Reflecting their desire to restrict future development to existing urbanized areas, many Napa County communities have urban growth boundaries. The design of

new development within these boundaries provides an opportunity to use land efficiently and enhance community livability. Better subdivision design and area planning can potentially preserve views, establish attractive public spaces, and create more vibrant and walkable neighborhoods.

Some infill development opportunities are available in all five Napa County cities. The city of Napa also is considering rezoning commercial land to mixed-use development, providing more space for housing. Such sites provide an opportunity to implement smart growth planning principles.

NAPA COUNTY IN BRIEF		
	2000	2020
Total population:	124,279	156,900
Total households:	45,402	58,690
Total jobs	59,710	89,820
Average commute distance (miles):	14.7	14.5
Land area (square miles):	750	750
Protected open space (% total land):	20%	
Impoverished neighborhoods:	Portion of Calistoga Portion of City of Napa Portion of Saint Helena Portion of Yountville	

Source of 2000 population and household figures: 2000 Census
 Source of 2020 population and household figures: Projections 2000
 Source of job figures: Projections 2000
 Source of commute data: Metropolitan Transportation Commission
 Source of open space data: Greenbelt Alliance
 Impoverished neighborhoods: Census tracts where 100 or more people with household income below 80% of county median.

Note: Population and housing forecast numbers do not include housing for projected in-commuters to the region



Napa trail



Pecan Court Apartments, city of Napa



Saint Helena

SAN FRANCISCO



San Francisco victorians

San Francisco is filled with neighborhoods of a range of densities, many of which exemplify the principles of smart growth. Yet, according to the National Association of Home Builders, only 7.3 percent of San Franciscans can afford a median-priced home, giving the city the distinction as the least affordable place to live in the United States. This enormous affordability gap reflects an urgent need for more housing in San Francisco and surrounding counties that is affordable to residents and workers.

Development Patterns and Growth Trends

San Francisco, which is both a county and a single city, is the most urbanized of the Bay Area counties, with more than 90 percent of its acreage developed. It also is a primary employment hub for the region and beyond and is well-served by local and regional buses, trains and ferries. In 2000, 280,000 people commuted into San Francisco every day, a number projected to increase to 345,000 by 2020.

At the same time, displacement of existing San Francisco residents and businesses is growing at an alarming rate. According to a quarterly survey of apartment building owners, the average rent for an apartment in San Francisco has doubled in the past five years and is now well over \$2,000 per month. Commercial rents have followed suit, doubling between 1998 and 2000. This trend particularly impacts low-income San Franciscans, many of whom are people of color.

San Francisco contains the region's densest downtown and largest stock of dense housing. Neighborhoods contain a broad range of intensities, ranging from 25 housing units per acre in the Richmond and Sunset districts to 40 in the Mission and 86 in Chinatown and North Beach. On average, both residential and nonresidential densities are four times the regional average.

The intensity of San Francisco development results in its standing as the Bay Area county with the fewest average number of vehicles per household, an average of 1.13, compared to the regional average of 1.85. Residents of northeast San Francisco, east of Van Ness and north of Townsend, enjoy the shortest average commutes in the Bay Area.

Key Challenges

During the 1990s, San Francisco added approximately 50,000 new jobs but only 18,000 net new housing units, including conversions that increased the number of units in existing buildings. As a result of this underproduction of housing, the increase in demand related to the dot com/high-tech boom, and other factors, housing costs soared and some San Franciscans were displaced. While job growth in San Francisco will continue, San Francisco is expected to account for a smaller share of the region's jobs by 2020 than it does today. Even so, housing availability will not improve if current housing production trends continue in San Francisco and surrounding counties relative to current employment levels and future job growth. In 2020, the ratio of available jobs to employed residents will surpass 1.5, indicating that one third of San Francisco workers will live outside the city.

San Francisco would have to build between 20,000 and 70,000 new housing units by 2020 to accommodate the city's natural population increase and housing for all new workers. The actual number will depend on how many projected employees will seek housing in the city versus how many will opt to commute from other counties.

By not meeting this need locally, demand on already strained transportation corridors and public transit systems leading to and from the city is projected to increase. Since little additional automobile capacity is possible, the effect of this will be to spread congestion throughout the surrounding counties for a longer period of each day. This trend also will continue to increase demand on existing regional and local transit, such as Muni, BART and various intercounty bus systems.

Opportunities

Growth opportunities in San Francisco are limited to changes in existing neighborhoods and building on its few remaining empty parcels in places such as Treasure Island, Hunters Point and Mission Bay. To use these opportunities to improve neighborhood livability, new development must include parks, public spaces, transportation facilities and housing that is affordable to households with a range of incomes.

San Francisco already has a wide range of policies to protect residents and businesses from rising rents and displacement. These include rent control, condo conversion limits and more than \$100 million annually in public funding for permanently affordable rental and ownership housing. Even so, some say that additional policies and programs are needed, particularly to assure a diversity of housing types affordable to the full range of San Franciscans.

Another key aspect of San Francisco's livability depends on keeping vehicle traffic in check. Since all roadways into the city are already at capacity and will not be widened, this means enhancing local and regional transit systems that serve San Francisco, as well as promoting bicycle use and pedestrian-friendly streetscapes.

A number of planned transportation projects will enhance the quality of life for those who live and/or work in San Francisco. The Third Street light-rail project from Bayview/Hunters Point to Market Street is currently under construction and will be extended to Chinatown in 2009. Caltrain, which serves San Mateo and Santa Clara counties, is improving service and may be extended to a new downtown station in the Transbay Terminal.

San Francisco's Better Neighborhoods program is another step toward enhancing livability. Working with residents in the areas of Balboa Park, the central waterfront, and Market and Octavia, project leaders are identifying ways to allow San Francisco to house more of its workers, create more livable communities and increase transit ridership. Major revitalization efforts also are under way in the mid-Market and Bayview/Hunters Point neighborhoods. The success of these efforts will eventually lead to more vibrant neighborhoods and districts throughout San Francisco.

SAN FRANCISCO COUNTY IN BRIEF		
	2000	2020
Total population:	776,773	808,800
Total households:	329,700	331,470
Total jobs	628,860	731,660
Average commute distance (miles):	9.0	9.5
Land area (square miles):	50	50
Protected open space (% total land):	19%	
Impoverished neighborhoods:	Bayview/Hunter's Point Chinatown Fillmore/Hayes Valley Mission District Outer Mission District South of Market Tenderloin Visitacion Valley	

Source of 2000 population and household figures: 2000 Census
 Source of 2020 population and household figures: Projections 2000
 Source of job figures: Projections 2000
 Source of commute data: Metropolitan Transportation Commission
 Source of open space data: Greenbelt Alliance
 Impoverished neighborhoods: Census tracts where 100 or more people with household income below 80% of county median.

Note: Population and housing forecast numbers do not include housing for projected in-commuters to the region



Embarcadero



The Mission



Mission Bay site plan

SAN MATEO COUNTY



Pigeon Point Lighthouse

Located between the Bay Area's two largest employment centers, San Mateo County is struggling with the twin problems of housing affordability and severe traffic congestion. The county's plentiful supply of active rail stations provide opportunities to tackle both challenges. Two local efforts – the Transit-Oriented Development Incentive program and "Moving from Talk to Action" – are spearheading steps to build walkable, livable transit-oriented communities throughout San Mateo County.

Development Patterns and Growth Trends

San Mateo County is the second smallest county in the region in terms of land area, after San Francisco. The Coast Range divides San Mateo County into two distinct parts: the coastside, which is primarily agricultural (although some residential and office development has appeared in recent years), and the eastern half of the county, where 90 percent of current development occurs.

One third of San Mateo is permanently protected open space, the second highest proportion in the Bay Area. The county is recognized for its outstanding environmental resources, particularly the breathtaking beauty of the 45-mile coastline, the undeveloped portions of the Bay shoreline and the wooded areas surrounding Crystal Springs Reservoir.

San Mateo County developed first as a series of "rail-road suburbs" and Caltrain service continues that early commute pattern, now also extending south to Silicon Valley. The train route parallels El Camino Real, the first highway and automobile route through the Peninsula. The downtowns of most of the county's cities – South San Francisco, San Bruno, Millbrae, Burlingame, San Mateo, Belmont, San Carlos, Redwood City and Menlo Park – are clustered around El Camino Real and/or the Caltrain tracks.

Key Challenges

San Mateo County added almost 50,000 jobs in the 1990s, mirroring the regional growth rate of 15 percent. However, as a result of Silicon Valley growth pressures, some south county communities, such as Redwood City, saw sharp employment gains. The number of housing units in the county grew at a much slower pace, with less than 9,000 new units added during the same period.

Based on growth projections, an additional 35,000 to 40,000 housing units are needed over the next 20 years, depending on how many projected employees will be able to find housing within the county and how many will have to commute from elsewhere.

A strong economy and limited housing production have led to rising housing costs in San Mateo County. According to the California Association of REALTORS, just 17 percent of current residents can afford the median-priced home of \$555,000.

San Mateo has a relatively high proportion of both in-commuters (37 percent) and out-commuters (40 percent). However, the greatest intercounty trip increases are resulting from out-of-Bay Area residents commuting to jobs in the county. The number of these extremely long commutes, each of which must traverse Alameda or Santa Clara counties, increased by over 100 percent in the last decade.

Opportunities

A countywide consortium of local jurisdictions in partnership with business, transportation, labor, environment and education leaders – the Peninsula Policy Partnership – is helping to create a vision for San Mateo County's future. This effort – "Moving from Talk to Action" – is developing ways to address the county's transportation, housing and economic needs while maintaining a high quality of life for current and future San Mateo County residents. This effort has already developed awareness and consensus on smart growth principles and has applied these principles to new land use planning and redevelopment planning along transportation corridors.

The City/County Association of Governments (C/CAG) also has taken a number of important steps to improve the link between land use and transportation planning. All 21 jurisdictions now require extensive transportation demand management programs for new developments. One such program, Parking Cash-Out, gives commuters cash for forfeiting their parking spaces. By providing a cash incentive for not driving, the program has relieved parking shortages while encouraging public transportation. Developers benefit from reduced parking demand, which allows them to use land for other functions.

BART service to the San Francisco International Airport – with stations in South San Francisco, San Bruno and a joint Caltrain/BART station in Millbrae – will open in 2002. Caltrain is planning significant service upgrades, including electrification, additional passing tracks, grade separations and more trains. These improvements, along with the potential of a downtown Caltrain station in San Francisco, are expected to increase ridership. SamTrans will continue to provide local community bus service as well as connections to BART and Caltrain.

A key opportunity site is Bayshore, immediately west of Highway 101 in Brisbane, which is vacant, but where soil contamination is the major development hurdle. Opportunities for infill development exist along much of El Camino Real. South San Francisco, San Bruno, Colma and Millbrae are already in the process of implementing transit-oriented development plans around their new BART stations.

Express bus service planned along the entire length of El Camino Real will provide additional transit-oriented development opportunities and another option for San Mateo County commuters.

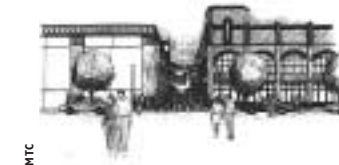
SAN MATEO COUNTY IN BRIEF		
	2000	2020
Total population:	707,151	809,800
Total households:	254,103	278,500
Total jobs	380,370	451,830
Average commute distance (miles):	13.6	14.1
Land area (square miles):	450	450
Protected open space (% total land):	35%	
Impoverished neighborhoods:	Bayshore Area, Daly City East San Mateo North Fair Oaks Area Portion of East Palo Alto West Daly City	

Source of 2000 population and household figures: 2000 Census
 Source of 2020 population and household figures: Projections 2000
 Source of job figures: Projections 2000
 Source of commute data: Metropolitan Transportation Commission
 Source of open space data: Greenbelt Alliance
 Impoverished neighborhoods: Census tracts where 100 or more people with household income below 80% of county median.

Note: Population and housing forecast numbers do not include housing for projected in-commuters to the region



City Center, Redwood City



San Mateo Main Street vision



The Ritz, city of San Mateo

SANTA CLARA COUNTY



Villa Torin, San Jose

The dramatic economic expansion of Silicon Valley in recent decades has far outstripped the housing supply, especially in the northern end of Santa Clara County. Largely as a result, the county faces a significant affordability gap between median incomes and median housing prices. Workers are moving to distant parts of the Bay Area and into the Central Valley in order to find affordable homes, leading to long-distance commuting, traffic congestion and air pollution.

Development Pattern and Growth Trends

Over the past five decades the Santa Clara Valley has been transformed from a major agricultural area into Silicon Valley, birthplace of the computer and electronics industry. In the 1990s San José, which contains more than half of the county's population, eclipsed San Francisco as the Bay Area's most populous city. Once a poster-child for suburban sprawl, San José has made enormous progress in recent years in revitalizing its downtown and constructing new housing near the county's new and expanding light-rail system. Milpitas has been approving high density infill housing projects near the future light rail line. Other cities such as Mountain View also have undertaken transit-oriented development and downtown revitalization.

San José's urban growth boundary sets a clear limit to growth, protecting hillsides, Bay lands and the Coyote Greenbelt at the south end of the city. Milpitas has grown extremely rapidly as corporate campuses have spread eastward. In response, Milpitas voters have also adopted an urban growth boundary to prevent additional growth on its hillsides.

Overall, approximately 4,900 acres of land in Santa Clara County were converted to urban uses in the past 10 years. Yet, it is still home to large tracts of agricultural lands in the southern parts of the county and valuable range and habitat areas along the Mt. Hamilton range.

Key Challenges

Silicon Valley was the Bay Area's economic engine in the 1990s, accounting for 40 percent of the region's job growth. Despite the recent slowdown, long-term prospects for Santa Clara's high-tech industry are bright, with the county projected to add about 230,000 jobs between 2000 and 2020. However, Santa Clara

County's housing supply has fallen far short of the needs of these new workers – 72 percent of the Bay Area's housing deficit in the last decade resulted from unbalanced growth in Santa Clara County.

Despite having median incomes much higher than the regional average, county residents face a sharp housing affordability gap. Just 12 percent of homes in Santa Clara County are affordable to a median-income family, according to estimates by the National Association of Home Builders.

Another repercussion of this severe jobs/housing imbalance is that more than 215,000 Santa Clara County workers reside in other Bay Area counties. Moreover, between 1990 and 2000, the number of employees commuting into the county from outside the region grew by almost 90 percent. Three-quarters of the 47,000 new in-commuters projected by 2020 will come from counties outside the Bay Area. Many of these commuters have daily one-way commutes of two hours or more.

If the county is to house its new workers, approximately 135,000 new dwelling units will be needed, nearly three times as many as the county added between 1990 and 2000. Strong initiatives will be required if the county is to accommodate these new employees.

Many transportation improvements are planned for the county. Extension of BART service to San José, currently being studied, could result in BART stations in Milpitas, San José and Santa Clara. Planned upgrades on the Capitol Corridor intercity rail line will boost trips between Sacramento, Oakland and San José, and the Altamont Commuter Express (ACE) is expected to increase service from Stockton and the Tri-Valley to San José. Additional light-rail extensions are planned in the Vasona Corridor, Capitol Corridor and East Valley-

Downtown Corridor. The planned Vasona light-rail extension alone will add 11 new stations between downtown San José and Los Gatos; service is anticipated to begin in November 2004. The county also is planning to significantly increase the size of its bus fleet for local service.

Planned road improvements include widening portions of Interstates 880 and 680 and Route 87, as well as improving interchanges and the county expressways. In addition, carpool programs are underway to reduce single-occupant vehicle use, and Silicon Valley employers have developed an innovative “Eco Pass” program that provides free transit passes to employees. Even with this impressive package of transportation-related initiatives, congestion is projected to remain severe on most key county routes.

Opportunities

Building additional housing and mixed-use development in the downtown areas of San José, Mountain View and other cities represents one key development strategy. Such infill can help address the county’s housing shortage, provide affordable housing and contribute to the ongoing revitalization of these historic centers.

Other opportunities lie in mixed-use development around light rail, BART and Caltrain stops and in livable community design within Santa Clara County’s urban growth boundaries. The Tasman West light-rail line, for example, runs along long stretches of light industrial land that may provide future opportunities for transit-oriented development. Moffett Field, a former military base, is another key site that may allow for denser than average development. Other large sites exist in Coyote Valley in South San José, Gilroy and Morgan Hill.

Salt ponds owned by Cargill within the county present one of the Bay Area’s largest opportunities for ecological restoration. If these ponds are sold to environmental agencies, they could provide important park and ecological education facilities as well as wildlife preserves.

SANTA CLARA COUNTY IN BRIEF		
	2000	2020
Total population:	1,682,585	2,016,700
Total households:	565,863	664,930
Total jobs	1,077,220	1,308,220
Average commute distance (miles):	11.1	11.4
Land area (square miles):	1,290	1,290
Protected open space (% total land):	22%	
Impoverished neighborhoods:	Central San Jose East San Jose Portion of Gilroy Portion of Menlo Park	

Source of 2000 population and household figures: 2000 Census
Source of 2020 population and household figures: Projections 2000
Source of job figures: Projections 2000
Source of commute data: Metropolitan Transportation Commission
Source of open space data: Greenbelt Alliance
Impoverished neighborhoods: Census tracts where 100 or more people with household income below 80% of county median.

Note: Population and housing forecast numbers do not include housing for projected in-commuters to the region



Paseo Padre, San José



Near San Antonio Caltrain station



Downtown Palo Alto

SOLANO COUNTY



Benicia waterfront

Solano County is home to much of the region's important farmland and wetlands and has taken important steps to protect these resources by focusing development in the incorporated areas of the county. The county's stock of housing is affordable by Bay Area standards and, therefore, attracts residents who work elsewhere in the Bay Area and in metropolitan Sacramento.

Development Patterns and Growth Trends

Solano County is extremely rich in agricultural lands and other natural resources. According to the state Farmland Mapping and Monitoring Program, the county contains almost 50 percent of the region's important farmland and more than half of the region's wetlands. Although once predominantly a rural county, Solano is transitioning to a more urban character, primarily as a result of housing production.

In addition to housing development, Solano County has seen significant growth in retail, bringing needed sales tax revenue to several of its cities. The cities of Fairfield and Vacaville in particular have been successful in drawing regional sales tax generators to their communities, primarily along Interstate 80. Another factor related to Solano's improving economic condition has been the effect of military base decisions. The communities of Fairfield and Vacaville have benefited from the commitment to and investment in Travis Air Force Base, and the city of Vallejo awaits the positive impact that development on the former Mare Island Naval Shipyard is anticipated to have.

Solano County considers itself a leader in terms of channeling growth. In 1984, Solano County voters adopted Proposition A, which directs future growth to the incorporated areas of the county. Ten years later, Proposition A was extended to 2010 as the "Orderly Growth Initiative." A countywide effort also is under way to preserve open space by maintaining urban separators between adjacent jurisdictions.

Transportation improvements in Solano County primarily have been freeway-related, although there has been some effort to advance public transit. The Capitol Corridor rail service has nine daily round trips between

San José and Sacramento, with a stop in Suisun City/Fairfield. Vallejo Transit operates a very successful regional bus service to the El Cerrito del Norte BART station in Contra Costa County and Fairfield/Suisun Transit operates express bus service to the Pleasant Hill BART station.

Planned highway improvements in Solano County include widening portions of Interstate 80, Interstate 680 and Route 12. Transit improvements include the construction of rail stations for Capitol Corridor service in Fairfield/Vacaville, Dixon and Benicia, park-and-ride lots and intermodal stations, and express bus service on Interstates 680 and 80.

Key Challenges

In the 1990s, Solano County's population growth rate was the fastest in the Bay Area and one of the highest in California. In the same period, the county experienced the smallest absolute job growth in the Bay Area, adding only 5,900 jobs, or 1.2 percent of the total regional increase in jobs.

These trends have created a county with an employed-resident-to-jobs ratio of 1.4, compared to the regional average of less than 1.0. This means that, across the Bay Area, there are not quite enough workers to fill the region's jobs (resulting in in-commuting), whereas in Solano County, there are many more workers than jobs.

As a result, Solano County residents currently endure some of the longest commutes in the Bay Area. 78,000 Solano County residents – over 40 percent of its workforce – commute to other Bay Area counties. The average trip length, not surprisingly, is the highest in the region (21 miles), compared to the regionwide average of 14 miles.

As is true throughout the region, smart growth in Solano County means different things to different people. To some, the severe jobs/housing imbalance suggests that the county should focus on attracting jobs and on slowing down the pace of new home construction. Others, however, feel that despite the imbalance, new housing will still be needed over the next 20 years to accommodate the natural population increase (i.e., births over deaths) and to improve the supply of affordable housing. To affordably house children of existing residents, and workers at new jobs and their families, Solano County will need to add between 45,000 and 70,000 new housing units by 2020.

Opportunities

The county's Orderly Growth Initiative requires all new housing to be built within incorporated cities, and much land within many cities' spheres of influence is potentially developable. Bringing about smart development on these lands is a key challenge and opportunity for the county.

Recognizing this opportunity, Fairfield is preparing policies to promote more efficient land use. If adopted, greater emphasis will be placed on preservation of agriculture and steps will be taken to encourage infill and pedestrian-oriented development. In addition, much of the unincorporated land that is currently identified for potential development will be redesignated for nonurban uses.

Land use intensification within existing urbanized areas can help avoid or delay development on agricultural lands and other open spaces while creating walkable, mixed-use centers. Cities such as Vallejo present many opportunities for creating more vibrant, livable downtowns. Efforts such as Fairfield's "Quality Neighborhood Program" can increase quality of life in existing urban areas.

Transit-oriented development around Capitol Corridor rail stations could maximize transportation/land use linkages within the county. The former Mare Island Naval Shipyard in Vallejo also presents development opportunities.

New suburban development in rapidly growing cities such as Fairfield, Vacaville and Rio Vista also gives the county an opportunity to create more livable neighborhoods. Steps such as requiring continuous street patterns and connections between different subdivisions can help avoid some pitfalls of past suburban growth.

SOLANO COUNTY IN BRIEF		
	2000	2020
Total population:	394,542	547,400
Total households:	130,403	179,210
Total jobs	129,510	210,780
Average commute distance (miles):	20.6	19.7
Land area (square miles):	830	830
Protected open space (% total land):	19%	
Impoverished neighborhoods:	Portion of Dixon Portion of Vacaville Portion of Vallejo Portions of Fairfield Suisun City	

Source of 2000 population and household figures: 2000 Census
 Source of 2020 population and household figures: Projections 2000
 Source of job figures: Projections 2000
 Source of commute data: Metropolitan Transportation Commission
 Source of open space data: Greenbelt Alliance
 Impoverished neighborhoods: Census tracts where 100 or more people with household income below 80% of county median.

Note: Population and housing forecast numbers do not include housing for projected in-commuters to the region



Vallejo waterfront



Downtown Suisun City

SONOMA COUNTY



EDWARD THOMAS

Sonoma County oak tree

Highway 101 is Sonoma County's Main Street, linking all but two of the county's nine cities. As such, mounting traffic congestion is often cited as the key drawback to life in pastoral Sonoma County. The county has one of the largest agricultural economies in the nation, a highly mixed range of dairy, orchard, pasture, grapes, beef and row crops. Local residents have passed the Bay Area's only sales tax measure for open space protection, indicating their commitment to preserving Sonoma County's unique landscape.

Development Patterns and Growth Trends

Sonoma County is the northernmost and physically the largest of the nine Bay Area counties and has the largest undeveloped acreage in the Bay Area.

Urban development is concentrated in the southern half of the county along the Highway 101 corridor in the cities of Petaluma, Cotati, Rohnert Park, Santa Rosa and Windsor. More than 65 percent of the county's population live in these five cities. With a current population of over 140,000, Santa Rosa is the largest city between San Francisco and Eugene, Oregon, and its sphere of influence encompasses an area of nearly 50 square miles.

With virtually all cities in the county having an adopted urban growth boundary, most future development in Sonoma County is planned to be within city boundaries. However, according to a survey of local planning departments in Sonoma County and throughout the region, average residential densities in the county are declining and, during the past decade, Sonoma County urbanized more land for residential uses (11,000 acres) and more land overall (13,000 acres) than any other Bay Area county.

Planned transportation improvements in Sonoma County include continuous carpool lanes on Highway 101 from Windsor to Corte Madera in Marin County. A unique effort also is under way to develop a new commuter rail system (SMART) that will serve riders within Sonoma and Marin counties. The stations will provide substantial smart growth opportunities as outlined in the transportation and land use study described below. Commuter bus service and local bus service are provided throughout the county.

Key Challenges

Sonoma County's population and jobs grew at about the same rate in the 1990s (15-17 percent). More recently, however, the county has been attracting jobs at a furious pace, a trend that is expected to continue through 2020. In the next two decades, ABAG forecasts that job growth will increase almost 50 percent, while the number of housing units will grow at just half that rate. The result will be an employed residents-to-jobs ratio that is moving toward 1.0.

Even today, 90 percent of people who work in Sonoma County also live in the county, a very high rate for the Bay Area. However, due to projected job growth, in-commuting to Sonoma County is expected to double by 2020. Interestingly, a third of all in-commuters will come from outside the Bay Area. Despite the high number of Sonoma County residents who find work locally, however, due to its large size and distance from job centers in other counties, Sonoma County commuters travel an average of 17 miles each way, 25 percent more than the regional average.

Housing prices in Sonoma County have already grown beyond the reach of many: According to the National Association of Home Builders, only 12 percent of homes in the county are affordable to a median-income family.

What is smart growth in a county with a shortage of housing affordable to its residents and a job supply that is growing much faster than its stock of housing? To some, the current focus on jobs leading toward a jobs/housing balance is smart growth. Others feel that notwithstanding these trends, new and affordable housing will be needed over the next 20 years for the natural population increase (i.e., births over deaths) and for

workers at new jobs and their families. To accommodate this growth, 55,000 to 65,000 new housing units would be needed.

Opportunities

In the late 1990s, Sonoma and Marin counties coordinated a joint land use assessment. The study focused on redeveloping and improving mobility around established downtowns along the Highway 101 corridor/Northwestern Pacific railroad right-of-way, as well as potential sites for development around new stations along the route. In Sonoma County, the study identified Healdsburg, Windsor, Santa Rosa, Rohnert Park, Cotati and Petaluma as potential sites for transit-oriented development.

Revitalization of Petaluma's, Santa Rosa's and Healdsburg's downtowns has already begun. These vibrant commercial areas could be further enhanced with the addition of housing above or nearby retail/commercial space. But most future growth of employment and housing in Sonoma County is not planned to take place in these historic districts. Rather, growth is expected at the edges of areas that are already urbanized. Maintaining and improving Sonoma County's quality of life will depend on continuing the current philosophy of agricultural and open space protection, and concentrating new development within the county's urban growth boundaries.

SONOMA COUNTY IN BRIEF		
	2000	2020
Total population:	458,614	541,200
Total households:	172,403	215,830
Total jobs	203,530	299,110
Average commute distance (miles):	17.3	16.5
Land area (square miles):	1,580	1,580
Protected open space (% total land):	10%	
Impoverished neighborhoods:	Apple Valley Way Northwest Santa Rosa Portion of Boyes Hot Springs Roseland	

Source of 2000 population and household figures: 2000 Census
 Source of 2020 population and household figures: Projections 2000
 Source of job figures: Projections 2000
 Source of commute data: Metropolitan Transportation Commission
 Source of open space data: Greenbelt Alliance
 Impoverished neighborhoods: Census tracts where 100 or more people with household income below 80% of county median.

Note: Population and housing forecast numbers do not include housing for projected in-commuters to the region



Downtown Vision Plan, Cotati



Downtown Cloverdale vision



Fourth Street Mall, Santa Rosa

A map of the region...

...is on the right. It shows the Bay Area's current urban footprint and natural assets. It depicts urbanized land, major transportation corridors and many of the Bay Area's natural features such as protected open space, important farmland and significant natural resources. (Handy Velcro™ fasteners make it easy to lift out and reattach.)

At the Smart Growth/Livability Footprint workshops, participants will be given the opportunity to manipulate a computerized, interactive version of this map. Their challenge will be to find ways of accommodating future growth without appreciably encroaching on farmland or other natural resources. Of particular concern are the areas coded in dark gray, which represent undeveloped lands on the fringes of the urban footprint that are not as yet designated as protected open space. Thanks to the specially designed PLACE³S software, workshop participants will be able to instantly see how dozens of individual decisions at the local level can have a cumulative effect – positive or negative – on the urban footprint.

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Sponsoring Organizations

Association of Bay Area Governments
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Bay Conservation and Development Commission
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Bay Area Alliance for Sustainable Development

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Each countywide public workshop is also co-sponsored by local organizations, listed on the project web site: www.abag.ca.gov/planning/smartgrowth/sponsors.html

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